

Message Text

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C O N F I D E N T I A L STATE 124496

LIMDIS FROM EUR/EE

E.O. 11652: GDS

TAGS: SHUM, BU

SUBJECT:HUMAN RIGHTS: COUNTRY ACTION PLANS

, THE DEPARTMENT HAS RECENTLY INSTITUTED A BROADSCALE EFFORT, LED BY THE DEPUTY SECRETARY, TO IMPLEMENT THE ADMINISTRATION'S HUMAN RIGHTS POLICY AS EFFECTIVELY AS POSSIBLE IN THE FULL RANGE OF U.S. DIPLOMATIC ACTIVITIES. THIS EFFORT, WHICH IS TO INVOLVE ALL RELEVANT BUREAUS OF THE DEPARTMENT AND ALL U.S. POSTS ABROAD, IS PREMISED UPON THE COMPREHENSIVE STATEMENT OF POLICY SET FORTH IN THE SECRETARY'S LAW DAY SPEECH AT ATHENS, GA., ON APRIL 30, TEXT OF WHICH POSTS HAVE RECEIVED.

2. ONE OF THE PRINCIPAL COMPONENTS OF THIS BROAD IMPLEMENTATION EFFORT IS THE DEVELOPMENT OF SPECIFIC PROPOSED COURSES OF ACTION WITH RESPECT TO EACH COUNTRY. THESE INDIVIDUAL COUNTRY ACTION PLANS ARE TO ENABLE US TO DETERMINE
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 124496

WHERE WE SHOULD CONCENTRATE OUR ATTENTION.

3. POSTS WILL SOON BE RECEIVING A CIRCULAR CABLE, BEING COORDINATED BY S/P AND THE OFFICE OF THE DEPARTMENT'S COORDINATOR FOR HUMAN RIGHTS (D/HA), WHICH IS TO PROVIDE "QUESTIONS AND ANSWERS" ON HUMAN RIGHTS AND OTHER BACKGROUND INFORMATION, AND WHICH ALSO WILL REQUEST ALL POSTS TO

PROVIDE SPECIFIC RECOMMENDATIONS ON HOW THE U.S. CAN HELP PROMOTE HUMAN RIGHTS IN THE HOST COUNTRY OR WORK WITH THE HOST COUNTRY TO FURTHER HUMAN RIGHTS ELSEWHERE.

4. IN THE MEANTIME, EUR AND ALL OTHER REGIONAL BUREAUS HAVE BEEN REQUESTED TO DRAW UP INDIVIDUAL COUNTRY ACTION PLANS FOR EACH COUNTRY COVERED BY THE BUREAU. THESE PLANS ARE TO DESCRIBE THE CURRENT CONDITION OF HUMAN RIGHTS, THE EXTENT OF VIOLATIONS, THEIR FREQUENCY AND INTENSITY, AND THE POLICIES AND ATTITUDES OF THE HOST GOVERNMENT. THE PLANS, WHICH ARE TO INCORPORATE SUGGESTIONS FROM THE FIELD, ARE TO INCLUDE SPECIFIC RECOMMENDATIONS FOR U.S. ACTION DURING THE NEXT SIX MONTHS AND SHOULD BE UPDATED EVERY SIX MONTHS, OR MORE FREQUENTLY, IF NEW DEVELOPMENTS SO REQUIRE. THE DEPUTY SECRETARY HAS REQUESTED THAT THE ACTION PLANS PAY PARTICULAR ATTENTION TO PROPOSING POSITIVE WAYS TO FOSTER HUMAN RIGHTS.

5. EUR/EE HAS PREPARED INITIAL DRAFT ACTION PLANS FOR EACH OF OUR COUNTRIES, BASED ON INFORMATION AVAILABLE HERE AND FOLLOWING A STANDARD FORMAT WHICH HAS BEEN DISTRIBUTED THROUGHOUT THE DEPARTMENT BY D/HA FOR THIS PURPOSE. (SEPTTEL WILL PROVIDE TEXT OF THIS STANDARD FORMAT FOR YOUR INFORMATION AND USE.) TEXT OF OUR DRAFT PLAN, WHICH IS PRELIMINARY AND DOES NOT RPT NOT HAVE EUR SIXTH FLOOR CLEARANCE, FOLLOWS.

6. ACTION REQUIRED. WE REQUEST EMBASSY'S ADDITIONS AND CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 124496

COMMENTS ON DRAFT PLAN, AND -- MOST IMPORTANTLY -- SUGGESTIONS FOR ACTIONS WE CAN EFFECTIVELY UNDERTAKE BILATERALLY DURING THE COMING SIX MONTHS AND BEYOND. SINCE WE ARE WORKING UNDER A VERY TIGHT DEADLINE, WE WILL REQUIRE POST'S RESPONSE NO LATER THAN OPENING OF BUSINESS ON FRIDAY, JUNE 3.

7. BEGIN DRAFT TEXT.

A. CONDITION OF HUMAN RIGHTS IN BULGARIA.

-- 1. RESPECT FOR INTEGRITY OF PERSON: GENERALLY SPEAKING, THE PEOPLE OF BULGARIA HAVE TRADITIONALLY BEEN DISINCLINED TO ADOPT THE US/WESTERN EUROPEAN VIEW OF THE SANCTITY OF THE INDIVIDUAL. COMMUNIST IDEOLOGY HAS REINFORCED THAT TRADITION. AS FAR AS WE ARE AWARE, TORTURE OR UNUSUAL OR INHUMAN PUNISHMENT HAVE NOT BEEN USED; THE JUDICIAL PROCESS IS THOROUGHLY POLITICIZED AND THE SECURITY FORCES ARE NOT INCLINED TO RESPECT INDIVI-

DUAL RIGHTS AND PRIVACY.

2. CIVIL AND POLITICAL LIBERTIES.

-- A. THOUGHT, RELIGION, AND ASSEMBLY FREEDOMS ARE EXTREMELY LIMITED. THE PARTY CONTROLS ALL MEDIA FOR EXPRESSION. ASSEMBLY, IN THE BULGARIAN TRADITION, HAS BEEN EXPLOITED BY THE LEADERSHIP TO FURTHER ITS AIMS, NOT TO ENCOURAGE A DIALOGUE OR PARTICIPATION; RELIGION IS OFFICIALLY DISCOURAGED, AND CHURCH ATTENDANCE HAS NOT BEEN HIGH IN RECENT YEARS.

-- B. FREEDOM OF MOVEMENT WITHIN THE COUNTRY IS GENERALLY UNRESTRICTED, ALTHOUGH WE UNDERSTAND THAT BULGARIANS WISHING TO VISIT OR RESIDE IN CERTAIN AREAS REQUIRE SPECIAL PERMISSION. IDENTITY DOCUMENTS AND REGISTRATION WITH THE POLICE ARE REQUIRED OF EVERY CITIZEN. TRAVEL
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 124496

AND EMIGRATION ARE STRICTLY CONTROLLED, ALTHOUGH RECENTLY RESTRICTIONS HAVE RELAXED SOMEWHAT.

-- C. GUARANTEES OF THE INDIVIDUAL'S RIGHT TO VOTE, PARTICIPATE IN THE GOVERNMENT, ETC., EXIST ONLY ON PAPER. THE PARTY AND SECURITY APPARATUS ARE THE PRINCIPLE HOLDERS OF POWER AND CANNOT BE CONSIDERED "REPRESENTATIVE" INSTITUTIONS.

3. SOCIAL AND ECONOMIC RIGHTS - IDEOLOGICALLY, THE PARTY IS COMMITTED TO FULFILLING BASIC ECONOMIC AND SOCIAL NEEDS, AND HAS BY AND LARGE SUCCESSFULLY IMPROVED THE STANDARD OF LIVING AND INCREASED ACCESS TO EDUCATION, HEALTH AND OTHER SOCIAL PROGRAMS. CORRUPTION EXISTS. ALTHOUGH WE LACK DATA TO ESTIMATE ITS EFFECT, WE DOUBT THAT IT CAUSES ANY SIGNIFICANT DIVERSION OF RESOURCES FROM SOCIAL PROGRAMS.

4. THE GOVERNMENT IS FULLY RESPONSIBLE FOR ITS HUMAN RIGHTS RECORD. IT DENIES THAT UNDER SOCIALISM THERE CAN BE A VIOLATION OF "TRUE" HUMAN RIGHTS.

5. THE GOB WOULD ABSOLUTELY REFUSE ANY OUTSIDE INVESTIGATION OF ITS HUMAN RIGHTS PERFORMANCE.

B. ANALYSIS AND RECOMMENDATIONS

-- 1. LEGITIMATE US OBJECTIVES:
FREEDOM OF TRAVEL: WE SHOULD CONTINUE TO PRESS BULGARIANS FOR GREATER FREEDOM OF TRAVEL IN BOTH THE BILATERAL AND MULTILATERAL (CSCE) CONTEXT. THEY HAVE

IMPROVED OF LATE, ESPECIALLY ON FAMILY REUNIFICATIONS,
AND WE BELIEVE THAT THE GOB ACCEPTS AS LEGITIMATE OUR

INTEREST IN THIS ISSUE.

CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 124496

-- B. SENSITIZING THE LEADERSHIP AND PEOPLE TO THE
HUMAN RIGHTS ISSUE: "HUMAN RIGHTS" AS A CONCEPT IS NOT
NECESSARILY FAMILAR ONE FOR GOB OR MOST OF PUBLIC. IF
DONE RIGHT, THE GOB SEEMS TO WELCOME CLARIFICATIONS FROM
US OF OUR HUMAN RIGHTS STAND AND POLICY. OUR FIRST
ORDER OF BUSINESS IS TO ASSURE THE LEADERSHIP THAT OUR
POLICY IS NOT DESIGNED TO SUBVERT THE LEADERSHIP OR
DESTABILIZE THE SOCIETY. WITH THE PUBLIC, WE CAN USE
VOA, RFE AND EMBASSY INFORMATIONAL PROGRAMS TO EXPLAIN
THE CONCEPT AND OUR POLICY, AND HOW IT HAS WORLD-WIDE
APPLICABILITY. OBVIOUSLY WE MUST TAILOR OUR INFORMA-
TIONAL APPROACH TO AVOID APPEARING TO CHALLENGE THE
LEADERSHIP ON THE ISSUE.

2. THE GOB REGARD OUR HUMAN RIGHTS POLICY AS "INTERFER-
ENCE IN INTERNAL AFFAIRS," AND MAY SUSPECT THAT IT IS
REALLY DESIGNED TO SUBVERT THE PARTY. WE BELIEVE, HOW-
EVER, THAT QUIET EXPOSITIONS OF OUR HUMAN RIGHTS POLICY,
AS PART OF WIDER DIALOGUES ON OUR BILATERAL RELATION-
SHIP, ARE NOT UNWELCOME. WE DOUBT THAT THE SMALL AND
UNORGANIZED MEMBERS OF THE INTELLIGENTSIA FEEL STRONGLY
ONE WAY OR THE OTHER ABOUT OUR POLICY. MOST INDIVIDUALS
IN BULGARIA FEEL QUITE ISOLATED FROM TRENDS AND EVENTS
IN THE US, AND BY AND LARGE DO NOT VIEW OUR ACTIONS AS
BEING RELEVANT TO THEIR LIVES.

3. THE BULGARIAN PUBLIC'S GENERAL LACK OF UNDERSTANDING
AND HISTORICAL COMMITMENT TO THE CONCEPT OF HUMAN RIGHTS
HINDERS OUR EFFORTS TO IMBUE THE LEADERSHIP WITH GREATER
SENSITIVITY AND RESPONSIVENESS TO THE ISSUE. THIS IS
NOT TO SAY THERE IS NO HUMAN RIGHTS PROBLEM IN BULGARIA--
THERE IS A SIGNIFICANT DEGREE OF AT LEAST POTENTIAL
REPRESSION. HOWEVER, IT IS DIFFICULT FOR US TO BRACE
THE LEADERSHIP ON SPECIFIC INSTANCES OF REPRESSION WHEN
THERE IS NO OVERT PUBLIC OUTCRY ON THE ISSUE. IN VIEW
OF THE FACT THAT CHANGE IN BULGARIA IS NOT LIKELY TO BE
CONFIDENTIAL

CONFIDENTIAL

PAGE 06 STATE 124496

INDUCED BY INTERNAL PRESSURES, THE PROSPECTS FOR IMPROVE-

MENT IN THE NEAR TERM ARE LIMITED INDEED.

4. OUR INTERESTS ARE CLEARLY FURTHERED BY IMPROVED HUMAN RIGHTS CONDITIONS, PARTICULARLY CONCERNING EMIGRATION. MOREOVER, AS LONG AS BULGARIA SEEMS OPPRESSIVE TO THE AMERICAN PUBLIC, OUR POLICY IN OTHER AREAS (I.E., TRADE) IS AFFECTED FOR THE WORSE. A POLICY OF QUIETLY EXPLAINING OUR HUMAN RIGHTS POSTURE TO THE GOVERNMENT AND EDUCATING THE BULGARIAN PUBLIC ON HUMAN RIGHTS WITH

THE AIM OF EVENTUALLY IMPROVING THE HUMAN RIGHTS SITUATION IS FULLY CONSISTENT WITH ALL OF OUR POLICY INTERESTS.
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